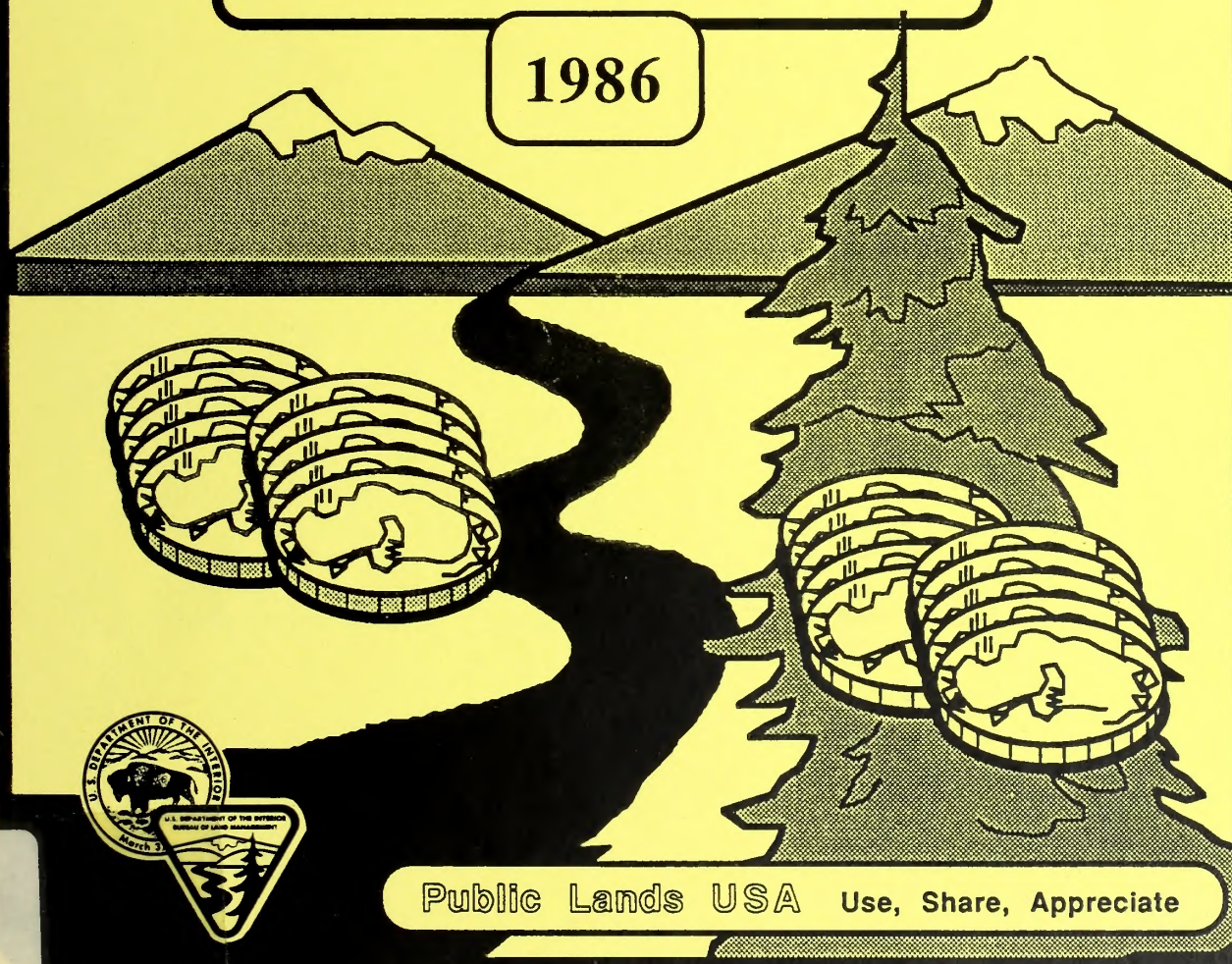


INVESTING IN THE PUBLIC LANDS

Opportunities To Increase Contributions
In The Bureau of Land Management

TASK GROUP REPORT

1986



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In The Bureau of Land Management

Task Group Report
December, 1986

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EXECUTIVE SUMMARY
INVESTING IN THE PUBLIC LANDS

The Bureau is doing an excellent job of utilizing contributions as a means of supplementing program budgets. The objectives of this report are to present strategies for pursuing contributions and for dealing with associated issues. Overall strategies have been tied to major Bureau thrusts, such as the general emphasis on a positive cost sharing program. While the background information was generated primarily by the wildlife and fisheries program, the concepts, strategies and funding sources apply to most Bureau programs. With increasing fixed and administrative costs and the current budgetary outlook, enhancement of contributions is becoming increasingly important to all interests in the implementation of Bureau programs.

Findings and recommendations in this report are based on written and verbal input from 134 contacts with managers, supervisors, and specialists at all organizational levels throughout the Bureau. Types of contributions examined by the team included:

1. State and local governments,
2. Private contributions,
3. Various agreements,
4. Volunteers, and
5. Other Federal agencies

Several assumptions and guidelines were adopted during the development of this report. These assumptions and guidelines centered around the concept that existing laws, regulations and policies are sound and would be followed and used to achieve the Bureau's mission of enhancing and maintaining on-the-ground goals and objectives under the concepts of multiple use and sustained yield. Contributions can, and do, significantly enhance this effort.

The findings and recommendations fall under several categories.

Program Awareness - Up to 50% of project work in some offices is made possible by contributions. One of the keys to success in those areas is feedback to contributors. In more successful areas, the Bureau appears to have strong local representation from groups of potential contributors. Recommendations center around raising the level of awareness of potential contributions through compilation and distribution of source lists, development of contribution sections for workshops and training sessions, preparation of a handbook or manual supplement, effective publicity of successful efforts, an increased commitment from management, preparation of professional, high quality accomplishment reports and acknowledgements to contributors. Public acknowledgement of contributions through letters, awards, banquets, etc. will attract more contributors. Public Affairs Plans need to be developed at all levels of the Bureau.

Increased publicity of these efforts and other techniques such as interdisciplinary project funding will help improve the Bureau's image as multiple resource managers.

Planning - Early involvement of interest groups in the planning process has been a key component of every successful contribution program. Many objectives have been effectively attained by using contributions as a tool to implement existing plans. Potential contributors should have the opportunity to provide input during all phases of the Planning Process. Bureau policy should ensure that contributions be consistent with approved plans.

Incentives - Several mechanisms exist for rewarding both contributors and employees. For the most part, these rewards are used infrequently for achievements related to contributions. News releases, belt buckles, letters of appreciation, etc. could all be used as incentives to potential contributors. Employees making significant achievements in generating contributions could be rewarded through Special Achievement Awards, team awards, news releases, or special program recognition through challenge grants, special budget considerations or other Washington Office support, consistent with existing policy.

Tracking - There is a need for a uniform system to track contributions either in terms of value or accomplishments. The actual levels of accomplishment and value of contributions requires improved accountability. A task group of managers, supervisors and specialists should be established to pursue the issue of tracking contributions. The first step in this task would be to thoroughly evaluate all existing tracking systems (JDR's, HMP statistics, FMS, etc.) and determine their applicability to contribution efforts.

Monitoring and Maintenance - Contribution programs must recognize and consider increased monitoring and maintenance needs created by accelerated program implementation. A clear policy and set of procedures for cooperative monitoring and maintenance need to be developed. As the level of contributions increases, full and appropriate use of contributions in monitoring and maintenance becomes a requirement.

State Agencies - Many State agencies have programs with the potential for contributing to Bureau programs (tax check off's, environmental license plates, miscellaneous bond issues, etc.). A consolidated list of opportunities for potential State contributions should be developed by each BLM State Office. Specific coordination meetings with State agencies will be needed to establish this list. Other known options, such as Sikes Act game stamps should also be pursued. Annual accomplishment reports should be prepared and discussed at annual coordination meetings with State agencies. Efforts to publicize State/Federal cooperative efforts need to be increased.

INVESTING IN THE PUBLIC LANDS
TEAM REPORT
NOVEMBER, 1986

II. INTRODUCTION

A. Mission Statement: The wildlife and fisheries program Bureauwide is doing an excellent job of utilizing contributions to enhance program accomplishments. There are a number of opportunities for expanding these programs in many areas, primarily through an improved public information program. Several costs and issues which need to be resolved are associated with maximizing contributions.

This report presents program strategy, policy, and procedural needs for pursuing and for implementing the contributions program, and for dealing with associated issues. The intent is to establish a framework for the development of a total comprehensive contribution program plan. While some of the recommendations can be implemented immediately, many will have to evolve over longer periods of time.

Management support is necessary for the successful development and implementation of any strategy or policy. Therefore, the Bureau Management Team has been involved from the outset in all aspects of this report. The recommendations and overall strategy have been tied to major Bureau thrusts. The general concept of cost-sharing relates directly to the direction the Bureau is taking. The overall approach being taken relative to contributions complements the "Project Pride" and "Take Pride in America" initiatives.

While the background information and examples cited in this report relate directly to the wildlife and fisheries program, the concepts, strategies and many, if not all, of the sources of contributions are applicable to most Bureau programs. For example, the wild horse and burro program has used funding from a State Fish & Game agency to remove over 100 wild horses. Volunteers and cost-shared projects can be used by any program. Over the past several years, the Bureau has emphasized the use of contributions through Instruction Memoranda and policy statements.

1. Instruction Memorandum No. 83-312 (February 8, 1983).
 - directed State Directors to "expand and accelerate" the use of volunteers.
 - authorized a workshop to develop an organized volunteer program.
2. Instruction Memorandum No. 83-644 (June 24, 1983).
 - stated no legal or policy barriers to encouraging outside investments.
 - asked States to evaluate incentives for encouraging State and private investments in the Bureau wildlife program (several potential incentives listed).

3. Bureauwide Fish and Wildlife Resources Management Policy Statement (transmitted under Instruction Memorandum No. 84-59, October 20, 1983).
 - included policy statement to "develop incentives to encourage benefiting users, including local governments, interest groups, and individuals, to invest in fish and wildlife habitat management and enhancement."
4. Instruction Memorandum No. 84-287 (February 16, 1984).
 - reaffirmed emphasis on encouraging State and private investment.
 - instructed States to develop and implement public affairs plans to establish agency and public recognition for cooperative management programs.
5. "Management Issues of The Future." (July, 1985).
 - identified the importance and need for contributions, cost sharing and volunteers.

- B. Team History: In January 1986, a Bureauwide wildlife and fisheries program meeting was held in Denver. One of the topics discussed was contributions to the program. Several opportunities, approaches and evaluations were identified and presented at that time. One of the conclusions reached was that there are numerous opportunities to further supplement wildlife and fisheries program accomplishments. This conclusion was reaffirmed during subsequent field program reviews by the WO Wildlife and Fisheries Division Chief.

A Bureauwide Investment Team was established to take full advantage of the available opportunities. With increasing fixed and administrative costs and current budgetary outlook, enhancement of contributions is becoming an increasingly important aspect of implementing and maintaining the wildlife and fisheries habitat management program at a more accelerated pace.

The team was selected from a variety of locations, backgrounds and organizational levels. Team members were:

Mike Ferguson, Wildlife Biol., Calif. S.O., Team Leader
Ed Spang, State Director, Nevada, Advisor
Phil Moreland, Division of Budget, Washington Office
Cal McCluskey, Wildlife Biologist, Phoenix Training Center
Linda Seibert, Wildlife Biologist, Las Cruces District
Dave Roberts, Wildlife Biologist, Wyoming State Office

- C. Methodology: The findings and recommendations contained in this report are based on past experience of team members, written and verbal input from managers, supervisors and various specialists at all organizational levels throughout the Bureau. Table 1 summarizes the organizational level and profession of all contacts made.

Table 1: Contact Summary

	<u>Biologists</u>	<u>Managers/ Supervisors</u>	<u>Budget Analysts</u>	<u>Total</u>
Resource Area	34	9	0	43
District	35	14	0	49
State Office	13	15	3	31
Washington Office	<u>2</u>	<u>4</u>	<u>5</u>	<u>11</u>
TOTAL	84	42	8	134

Team members were given initial assignments to investigate opportunities, uses, problems and successes experienced in different states.

In evaluating the contribution program, the team initially segregated the program by source of contribution. Categories established were:

1. State and Local Governments: This category includes contribution of supplies, materials, funds, and labor from State, county, and municipal entities. Sources include agency appropriations, county fines, tax check-offs, personalized license plate fund, special legislation, Sikes Act stamps and mitigation work.
2. Private Contributions: This category includes those contributions of equipment (either permanent gifts or temporary usage), materials and/or supplies, real estate (land purchases/donations and exchanges), or cash from any private contributor (including resource users). This category does not include donated labor.
3. Cost/Share Agreements: This category is defined as those contributions where costs are split, or shared, between the BLM and one or more non-Government individuals or organizations. The contribution may be any or all of a combination of labor, equipment, material/supplies, real estate, or cash. This area of contribution is conducted under a management/study plan of some sort (i.e., HMP, RMP, etc.) authorized by a type of cooperative agreement (usually a CMA). In some cases, the CMA is the management plan.
4. Volunteers: This investment category is defined as those contributions of volunteer labor from individuals, sportsman's groups, environmental groups, non-profit organizations, professional societies, recreation user groups, civic groups, older Americans, etc.
5. Other Federal Agencies: This category includes all contributions, reimbursements and cost-sharing provided by some other Federal agency or entity from their appropriated funds usually through a cooperative agreement or interagency agreement.

Note: Many of those groups also participate in other categories, such as private contribution and cost/share agreements.

III. OBJECTIVES

The original general objectives of the Investment Team as identified by the WO Chief, Division of Wildlife and Fisheries were:

- A. Develop recommendations for increasing private investments for wildlife and fisheries related work on BLM lands, and
- B. develop strategies for dealing with any problems associated with increases in private investments.

The team expanded the term "private investment" to include any contribution from outside the Bureau and refined the original two objectives into the following:

- 1. Develop recommendations for enhancement of outside contributions (funds, materials, labor) for wildlife and fisheries related work on BLM-administered lands;
- 2. Identify strategies to provide further opportunities for all interested party participation in the management of fish and wildlife on BLM-administered lands;
- 3. Recognize short-and long-term involvement and impacts; and
- 4. Identify management steps for implementation of Bureauwide contribution program.

IV. ASSUMPTIONS/GUIDANCE

The team discussed and adopted the following assumptions as guidelines for developing the report:

- A. FLPMA is sound and will remain the charter of the Bureau.
- B. Multiple-use management is, and will continue to be the Bureau's mission. All activities must be toward the end of sound and effective multiple-use management.
- C. The Bureau's organization and functions must be mission oriented and workload priority driven, within land use plans, activity plans, environmental assessments, etc.
- D. The Bureau is committed to enhancing and maintaining the on-the-ground objectives/goals.
- E. Cooperation and cost sharing are significant program inputs to responsive resource management and are encouraged.
- F. "Take Pride in America" campaign enhances the commitment of the Bureau to encourage public, private and other agency (Federal, State, local) participation in public land and resource stewardship.
- G. Administration, Departmental and Bureau laws, regulations, policies, guidance and budgetary discretion will be followed.
- H. Systems and processes proposed must be responsive, workable and realistic for all participation and in recognition of the fiscal climate and responsibilities of the future.
- I. The Bureau is to maintain its quality professional workforce within program guidance and awareness.

- J. The success of an investment program must provide for short- and long-term opportunities and small and large participation.
- K. Recommendations of this task group will be coordinated through the Bureau Management Team for implementation.
- L. The concepts of this task group's report could readily apply to other programs pursuing the "cooperation and cost sharing" participation emphasized in the Bureau.

V. CURRENT STATUS OF BUREAU WILDLIFE AND FISHERIES PROGRAM FUNDING SOURCES

The backbone of the Bureau's wildlife and fisheries program is the direct appropriation of funds for wildlife management. The Bureau receives direct appropriations in the Management of Lands and Resources (MLR) Appropriation for Habitat Management, Subactivity 4351; Endangered Species Management, Subactivity 4352; and in the Oregon and California Grant Lands Appropriation for Wildlife Habitat Management (O&C), Subactivity 6334. These three subactivities constitute the core of the wildlife program by providing for policy and program development, resource inventory, research and development, land use planning, activity planning, monitoring and project development and maintenance. These subactivities are also the primary source of support and Bureau participation (labor and funds) in the contribution program.

Additionally, the Bureau gets direct appropriations in other programs which provide direct and indirect support to the wildlife program. Specifically, the Bureau gets funding in the Land Acquisition Appropriation, Subactivities 3110 and 3120; in the Construction and Access Appropriation primarily in Subactivity 2300, Access; in the Management of Lands and Resources Appropriation primarily in Subactivities 4212 and 4213, Lower 48 and Alaska Lands, for work on land exchanges and Subactivity 4341, Soil, Water and Air Management, particularly for riparian area management; and in the Range Improvements Appropriation, Subactivities 8100 and 8200 for wildlife habitat development projects.

The Bureau's direct funding is currently enhanced by donations, reimbursements and volunteers from outside sources. Internally, the Bureau manages contributions of cash through subactivities 7121, 7122, and 7123 and reimbursement for Bureau costs expended on other entity projects on public lands in subactivity 4930. Contribution of supplies, materials and labor toward projects are managed utilizing cooperative agreements, interagency agreements, memoranda of understanding, etc. The Bureau estimates it receives approximately \$1.5 million annually in benefits to the wildlife and fisheries program from contributors. About two-thirds of this is in the form of volunteer labor. Many respondents indicated that contributions are probably responsible for 30-50 percent of the on-the-ground wildlife projects in their respective resource area or district.

VI. FINDINGS/RECOMMENDATIONS

Evaluation of the team's initial findings and recommendations revealed that many of them were repetitive from category to category. For display in this report, findings and recommendations are presented under the following categories:

- A. Program Awareness
- B. Planning
- C. Incentives
- D. Tracking
- E. Monitoring and Maintenance

A. Program Awareness

FINDING 1: The Bureauwide commitment to, and program for, contributions needs to be reemphasized at all levels of the organization.

RECOMMENDATION 1A: The contribution program should be assigned a management priority.

- (i) Establish a Bureau and SD initiative to promote contributions.
- (ii) Strongly encourage managers to promote volunteer programs and contributions by speaking to private groups or assisting with volunteer projects.

RECOMMENDATION 1B: Actively involve all employees in the contributions program.

- (i) Encourage key personnel to promote volunteer programs and contributions.
- (ii) Give all employees the opportunity to work with this program, for example, helping with projects. This would enhance a positive attitude and awareness of the Bureau mission.
- (iii) Give presentations on program at all employee meetings.

RECOMMENDATION 1C: Assign volunteer coordination duties.

- (i) At the WO level, actively pursue direct appropriations to support the volunteer program.
- (ii) At SO level, assign volunteer coordination to personnel (administrative functions) and program leaders (promotion and tracking).
- (iii) At DO, assign volunteer coordination to one individual, possibly the PAO (public contacts, volunteer orientation, scheduling, etc.)

FINDING 2: There is a need to facilitate awareness of all potential contribution sources and how they can be properly used throughout the Bureau.

RECOMMENDATION 2A: Explain the contributions efforts throughout the Bureau so that all programs can benefit from them.

- (i) Issue a BLM Handbook or Manual Supplement covering all aspects of contributions to Bureau programs.
- (ii) Develop an audio/video training module through the PTC for the purpose of explaining all aspects of the contributions program, including: availability of sources, solicitation, administration, tracking; reporting; marketing, etc.
- (iii) Encourage national and/or state level workshops to include sessions on contributions for the purpose of explaining; defining and clarifying the Bureau's opportunities for enhancing contributions and other internal program support. Presenters from outside entities should be encouraged to participate in these workshops.

RECOMMENDATION 2B: Distribute annual reports on contributions program accomplishments to all Bureau offices and to contributors.

FINDING 3: Many Bureau offices have been extremely successful in securing outside involvement in the wildlife program. As much as 30-50% of the habitat improvement projects are the direct result of outside involvement in many areas. A key element common to the successes has been feedback to the investors. Investors like to see the results of their investments, and special recognition or credit for accomplishments generates greater opportunities.

RECOMMENDATION 3A: High quality project completion reports should be an integral part of any contribution program.

RECOMMENDATION 3B: Each State should develop a recognition program as part of its contributions public affairs plan. The recognition program could include publicity of cooperative efforts, awards, plaques, banquets, phone calls or letters from upper level managers, etc., in accordance with existing policies and procedures.

FINDING 4: A strong professional organization at the field level has maintained outside interest group respect for BLM management objectives at the local level. This has enabled field offices to effectively utilize opportunities for securing outside contributions. In some cases, however, opportunities are hampered by the absence of local representatives, or by views held by various interest groups.

RECOMMENDATION 4A: Develop a coordinated Bureauwide process for reaching and coordinating with national, regional and local level representatives of potential contributing organizations. This process should address Bureau needs (project list, gift catalog, etc.) and feedback on accomplishments.

RECOMMENDATION 4B: SO coordination should be undertaken when local chapters are not available near field office locations. WO involvement is important for national initiatives such as challenge grant programs.

RECOMMENDATION 4C: Coordinate with State wildlife agencies at the State, District, and Resource Area levels to jointly publicize cooperative efforts. This will improve the Bureau's credibility and image as a wildlife manager.

FINDING 5: There are opportunities to increase contributions through coordination with other internal and external programs. For example, if the wildlife and recreation programs cooperate on a project to be accomplished with contributions to the recreation program, wildlife benefits can frequently be achieved.

RECOMMENDATION 5A: Distribute list of authorities and emphasize internal program coordination in State Director guidance. Encourage program leads and staff specialists to work together on plan and project design. One method of accomplishing this coordination is through the development of multi-resource activity plans.

RECOMMENDATION 5B: Encourage new approaches such as submitting Land and Water Conservation Fund (LWCF) proposals for wildlife acquisitions.

Recommendation 5C: Each state should continue to investigate opportunities for Sikes Act stamp implementation with representatives of the state fish and game and other land management agencies.

RECOMMENDATION 5D: Encourage, support, and publicize the use of 8100 funds for wildlife projects where appropriate, to counteract the Bureau's image of being livestock oriented.

FINDING 6: Occasionally opportunities to receive assistance cannot be taken advantage of due to prior AWP commitments and/or inconsistencies with the land use planning. In addition, time frames for funding cycles for State government are often asynchronous with BLM's PAWP & AWP. As a result the Bureau often fails to coordinate opportunities to work cooperatively on projects that are mutually beneficial. This is especially true for funds that State Wildlife agency are applying for (such as section 6 money under the Endangered Species Act).

RECOMMENDATION 6A: Schedule periodic coordination meetings with all major contributors to discuss future outlook, direction and plans, appropriate scheduling, program needs, etc.

RECOMMENDATION 6B: Each State Office needs to become familiar with the budgeting cycle for each State agency and the normal process and key individuals involved in application for outside money. It is also important for State Office program leaders and managers to be aware of possible funding sources from other Federal agencies that normally are directed to State agencies (T&E Sec. 6, Federal highway, Pittman-Robertson, Dingle-Johnson; etc.). State office program leaders should discuss opportunities for funding BLM work and be prepared to make recommendations.

FINDING 7: Awareness of the BLM's wildlife and fisheries program is a key element in successfully obtaining contributions of time, labor, or funds. Conversely, there is also a need to facilitate internal awareness of potential sources of contributions

RECOMMENDATION 7A: Each level of the organization must develop an effective awareness campaign with at least the following three components.

- (i) A list of program needs that are tied to BLM wildlife and fisheries program priorities.
- (ii) Identification of potential contributors.
- (iii) An effective public affairs program that educates and informs the public and constituent interest groups about the BLM's wildlife and fisheries contribution program.

RECOMMENDATION 7B: The Washington Office should:

- (i) Develop Bureauwide list or catalog of program needs for distribution to national organizations, potential corporate sponsors, etc.
- (ii) Develop a questionnaire for sending to all organizations with potential interest in contributing to wildlife management on public lands. The questionnaire should be designed to determine the organizations' willingness and ability to contribute in future years, types of projects they are interested in, and types of contributions (labor, equipment, materials or funding) they would be willing to make.
- (iii) Send questionnaire and coordinate with headquarters of National organizations such as National Wildlife Federation, Audubon Society, National Volunteer Action organizations to identify potential sources of contributions and interest in working with BLM's wildlife program.

- (iv) Develop a source list of funding that is Federally-based, but directed to State wildlife, forestry, or other State agencies that may impact wildlife habitat through their regular activities.
- (v) Compile and distribute to all field offices a comprehensive list of sources being utilized around the Bureau and a list of contact personnel having experience with each source. Update this list annually.
- (vi) Identify success stories to be included in Project Pride Newsletter, or Take Pride program news releases.
- (vii) Make presentations at National meetings of potential contributors such as Audubon, and NWF. Develop a Bureauwide report on program accomplishments from outside contributions for distribution to headquarters offices of major organizations with wildlife interests.
- (vii) Prepare slide/video programs that present a representative sample of success stories throughout BLM. This could be distributed to field office for use in state and local awareness initiatives.
- (ix) Develop or incorporate into Bureauwide Public Affairs program specific goals for increasing awareness at a national level.
- (x) Hold National workshops with outside interest groups to discuss program accomplishments and future opportunities for contributions.

RECOMMENDATION 7C: State Offices should:

- (i) Develop gifts list, on a Statewide basis, of projects for which planning is completed. This will also eliminate the potential for outside entities dictating Bureau priorities.
- (ii) Develop a state-wide catalog of volunteer opportunities and distribute throughout State and region.
- (iii) Meet with representatives of State agencies to identify opportunities for cooperative work that benefits wildlife and fisheries. A consolidated list of opportunities within each state should be developed and issued to field offices. It is important that these reports investigate all opportunities, not just those existing with the State wildlife agency. Examples include State forestry, State lands, State highway agencies, and Departments of Environmental Quality. Examples of subjects that need further study include existing sources of funds for wildlife provided by tax check-offs, license plate sales, state waterfowl stamps, state fishing stamps, special habitat improvement funds; special funds from sale of limited big game tag sales, stream restoration funds, and miscellaneous bond issues.

(iv) Send questionnaire and coordinate with state headquarters of National and State organizations to identify potential sources of contributions and interest in working with BLM; and develop a list for distribution to District Offices.

(v) Develop state-wide Public Affairs program that describes "success stories" of the contribution program, including cooperative projects between BLM and State agencies.

(vi) Develop slide/video programs that focus on opportunities for contributions within each state that are specifically tied to program priorities.

(vii) Make presentations at State-wide meetings of professional and wildlife interest groups explaining the successful program.

(viii) Hold state-wide workshops with guest speakers from outside interest groups.

(ix) Presentations of program accomplishments should be made, at the regional and national levels, to major organizations, professional societies, conferences, etc.

RECOMMENDATION 7D: District and Resource Area Offices should:

(i) Develop a list of unfunded projects, materials or other items that are needed and identify potential sources that can assist in accomplishing the work.

(ii) Each District should send the questionnaire and develop a list of potential target groups in their area of jurisdiction, and ensure they are aware of Bureau program opportunities.

(iii) Encourage BLM personnel to participate in local interest group meetings in order to keep them informed on Bureau activities.

(iv) Develop District Public Affairs Plans that include success stories on contributions.

(v) When working with local wildlife interest groups, incorporate an "education" session in their project. This increases their awareness of the resources BLM manages.

(vi) Develop slide or video programs that outline the program and present them at local interest group meetings.

(vii) Work with the District Public Affairs Specialist in obtaining local media coverage of specific programs or projects.

(viii) Maintain contact with local organizations that are potential contributors by including them on mailing list for newsletters, or review of management plans, etc.

(ix) Encourage managers to make presentations at local meetings. These can be very important in the recognition of a specific group for outstanding support of the program or work on a specific project.

- (x) Keep the State and WO Public Affairs staff informed on any specific local "success stories." This may mean just forwarding a copy of news releases, etc. to them.
- (xi) Encourage wildlife specialists to attend and present information at Regional or National meetings or interest groups on specific programs accomplishments which resulted from contributions.

B. Planning

FINDING 8: Early involvement of interest groups in the planning process has been a key component of every successful contribution program. Problems have been avoided by using contributions as a tool to implement existing plans which have been developed with input from outside coordination at all levels and during all phases of the planning process.

RECOMMENDATION 8A: Adopt a Bureauwide policy that any contributions in the wildlife program be solicited only for work consistent with approved plans.

RECOMMENDATION 8B: Provide opportunities for potential contributors to review and comment on all phases of the planning process (land use planning, activity planning and project planning).

C. Incentives

FINDING 9: There are many existing and potential mechanisms, which are not being utilized to the fullest by the Bureau, to reward employees and BLM organizational units that have exhibited outstanding accomplishments.

RECOMMENDATION 9A: Recognize those individuals including program leaders, line managers and organizational units who have developed successful programs through the use of current award and recognition processes.

RECOMMENDATION 9B: Issue internal and external news releases (Project Pride Newsletter, Inside Track, newspapers, magazines, newsletters, etc.) acclaiming those individuals who make significant accomplishments.

RECOMMENDATION 9C: Offer the opportunity to participate in the national meeting of an appropriate organization, (such as Association of Volunteer Organizations, Wildlife Federation, etc.) to present a paper on the Bureau's contribution program or some specific accomplishment resulting from the program. Selection to be made based on competition for the privilege.

RECOMMENDATION 9D: Offer alternate work schedules, compensatory time, etc., within existing Bureau and State policies and guidance to enhance the desirability of working on the contribution program.

RECOMMENDATION 9E: Evaluate "paperwork" requirements to ensure that unnecessary roadblocks and "busy work" are eliminated from the process to allow for more product oriented accomplishment.

FINDING 10: There are numerous opportunities for the Bureau to reward contributors for their efforts and enhance the chances that they will participate again. These opportunities are not always taken advantage of by those involved.

RECOMMENDATION 10A: Always follow up a project by writing letters of thanks, providing photos of completed projects and work groups, etc., to the contributors.

RECOMMENDATION 10B: Offer BLM "Volunteer" belt buckles, hats, etc., within existing policy, to those individuals who provide outstanding assistance.

RECOMMENDATION 10C: Offer volunteers projects that have benefits for them; i.e., a chance to see or do something of interest; a chance to see or do something new or different; a chance to get experience and ideas for future job hunting (students); or a chance for their organization to benefit financially such as collecting aluminum cans on a clean-up effort.

RECOMMENDATION 10D: Encourage volunteers to participate through recommendations if they have been doing research or monitoring. At the same time make them understand that not all recommendations are carried through.

RECOMMENDATION 10E: Get "key" managers to participate in the presentation of recognition awards to enhance the importance of the accomplishment to the Bureau and the individual. Provide for news coverage.

RECOMMENDATION 10F: Make BLM newsletters, management plans, speakers, slide shows, etc. available to contributors. Attend their meetings.

RECOMMENDATION 10G: Work through other programs such as Older American Volunteer Programs so that volunteers may benefit from the liability insurance and mileage paid through that program.

FINDING 11: The outside contribution program may not be accorded a high enough priority to provide an adequate incentive to encourage increased participation by some offices.

RECOMMENDATION 11A: Establish the contribution program as a high priority criterion in the wildlife program directives to increase the current Bureauwide effort. This could be accomplished without increasing total Bureau wildlife budgetary needs. Reference Bureau policy to give priority to those development projects (consistent with RMP's, HMP's, NEPA, etc.) that involve donated labor, money, equipment and supplies, etc.

FINDING 12: There is a need to improve the current allocation process to encourage the contribution program. "Challenge Grants" provided by Congress have resulted in a significant positive impact on the Bureau's on the ground management effort, and contributors, as well as BLM, have valued highly the potential to "double" their accomplishments.

RECOMMENDATION 12A: The Bureau should support and encourage the "Challenge Grant" concept, but due to extreme diversity and variability of interest of potential contributors, the process should not be tied to a particular species such as desert bighorn sheep. Doing so unduly restricts the flexibility to use the funds and limits the States that can participate.

RECOMMENDATION 12B: The Bureau should develop an internal "challenge grant" program whereby certain portions of the wildlife appropriation are earmarked for outside contribution projects. There are numerous potential pitfalls related to "fair" allocation under this type of program, and a careful analysis should be completed before an allocation process is established.

FINDING 13: There is currently a varying degree of awareness and no definite strategy on the use of incentives in relation to the contribution program.

RECOMMENDATION 13A: Establish a task force to explore new incentive measures, develop guidelines for use of incentives, and distribute findings as Bureauwide guidance.

D. Tracking

FINDING 14: Overall the Bureau is doing an excellent job of using non-Bureau sources to support the wildlife program. It is apparent that contributions are responsible for a significant portion of the accomplishments. However, the value and significance of such contributions are generally unknown. Recordkeeping (tracking) on the variety of contributions received ranges from no records to specific records on actual dollars. No effective and responsible Bureauwide tracking system exists for the "total" contribution program.

Contributions come from many sources and in a variety of ways. The contribution program can be categorized as (1) general type work provided in umbrella MOU's, CMAs, etc. and (2) project type work. Accountability of these categories seems to fall in identification of units of accomplishments or funding accountability. Funding estimates consist of actual accounting of funds received to estimate the value of the input in dollars. Further, the Bureau's accountability that relates to the contribution program is not adequately recognized and can, in some cases, unnecessarily distort program efficiencies. There is a need to account for and track these "key facets" of the contribution program to effectively tie into a positive marketing tool.

RECOMMENDATION 14A: A task group/committee with the appropriate mix of skills (WO/DSC/SO/DO) needs to be established to pursue the "entire" tracking issue for contributions.

RECOMMENDATION 14B: Develop a consistent Bureauwide tracking system for the contribution program that provides for accounting by source and area of contribution; type of contribution, such as, general works contributed through MOU's (observation-type work, participation on CRMP, counts, monitoring time); and specific project work. This recommendation suggests a need to evaluate all the various systems and procedures in place now and formulate a system(s) and procedure(s) to meet the needs of the Bureau and the contributors. For example, some accounting is found in the HMP Statistics Report; 7100 account records after specific contributions; and JDR's often indicate contributions. The intent is to provide a tracking system(s) within the Bureau's current systems to the extent possible and further to keep the system/procedures simple.

E. Monitoring and Maintenance

FINDING 15: Contributors must be assured that their investments are accomplishing land use plan and activity plan objectives. Monitoring and maintenance are major components of such assurance as the Bureau moves from planning to implementation. These functions need to be acknowledged in all cooperative efforts from the initial scoping stages of coordination to development and follow-up. A balanced program between Bureau and contribution capabilities has to be understood and attained in order to meet the contribution objectives. Without full recognition of the responsibility to monitor and maintain investment, the purpose will be short lived and the incentive for participation impacted.

RECOMMENDATION 15A: Review existing policies and procedures to ensure that all contributors have the opportunity to (1) participate in appropriate monitoring of specific projects and works; general inventory monitoring of contributor investment and works; use impacts; program objectives and needs being met; etc., and (2) participate in identifying maintenance needs - both preventative and current maintenance needs. Further, establish clear policy and procedures for cooperative monitoring and maintenance among all cooperators, as appropriate. This should include identifying responsibility options and participation (technical input, general observations, cost sharing, on-the-ground input, equipment, administrative, etc.). Under the cost sharing concept the Bureau and cooperator must ensure the capability to monitor and maintain investments - and cost sharing does involve maintaining such a positive input.

RECOMMENDATION 15B: Ensure that policy, procedures, and program understanding provide the flexibility to meet the total program challenge and responsibilities. The Bureau, in recognizing that an accelerated contribution program will complement and enhance its accomplishments, must also recognize that present organizational and functional program roles and perceptions will have to be modified. Managers, supervisors and specialists must look at new program concepts to allow for an accelerated contribution program and yet not become the factor that curtails the program. This suggests the Bureau's function should be to provide overall guidance, liaison, coordination, etc., rather than "hands on" project work. The objective is to accomplish on-the-ground activities through the efficient use of contributions of labor, materials, workmonths, and equipment, with BLM in an oversight role. Full and appropriate use of contributors in monitoring and maintenance becomes a requirement.

RECOMMENDATION 15C: Contributions, in any form, should be appropriately documented in the interest of all participants. Various forms of cooperative agreements, (MOU's, CMA's, Activity plan agreements, etc.) are to be developed to provide all contributors with a "document" of participation. This includes projects and general cooperative works. Such documentation is important to understand what is to be accomplished from the beginning of the cooperative effort through the monitoring and maintenance phases, as a means to recognize the cooperation and provide the basis for "show and tell", and to assist in tracking the inputs. Also it is just plain good business. A record to look back on is an incentive to participate.

IMPLEMENTATION MATRIX

<u>No.</u>	<u>Pg.</u>	<u>Recommendation Topic</u>	<u>WO</u>	<u>SO</u>	<u>DO</u>	<u>RA</u>
<u>Program Awareness</u>						
1A	8	Assign program priority Bureauwide	X	X		
1B	8	Actively involve all BLM employees in program	X	X	X	X
1C	8	Assign volunteer coordination duties at all BLM levels	X	X	X	X
2A	9	Develop contributions handbook & provide training	X			
2B	9	Develop and distribute annual report on program	X			
3A	9	Prepare quality project completion reports	X	X	X	X
3B	9	Develop recognition programs for contributors		X		
4A	10	Develop process for coordinating with contributors at all levels	X			
4B	10	State office should assist in coordination with contributors	X	X		
4C	10	Coordinate publicity with State wildlife agencies		X	X	X
5A	10	Distribute list of authorities and encourage program coordination	X	X		
5B	10	Encourage new approaches in obtaining acquisition funds	X			
5C	10	Sike Act Stamp Implementation		X		
5D	10	Encourage use of 8100 funds for wildlife projects	X	X	X	
6A	11	Hold periodic coordination meetings with major contributors	X	X	X	X
6B	11	Determine State Agency Budget Cycles		X		
7A	11	Develop effective awareness campaigns	X	X	X	X
7B	11	WO Awareness Initiative	X			
7C	12	SO Awareness Initiative		X		
7D	13	DO/RA Awareness Initiative			X	X
<u>Planning</u>						
8A	14	Develop Bureauwide policy on the soliciting & use of contributions	X			
8B	14	Encourage contributor input in all phases of planning		X	X	X
<u>Incentives</u>						
9A	14	Recognize individuals that develop successful programs	X	X		
9B	14	Recognize successful individuals through available media	X	X		
9C	14	Increase opportunities for individual participation at meetings				
9D	15	Encourage alternative work schedules when needed	X	X	X	X
9E	15	Minimize paperwork requirements where possible	X	X		

<u>No.</u>	<u>Pg.</u>	<u>Recommendation Topic</u>	<u>WO</u>	<u>SO</u>	<u>DO</u>	<u>RA</u>
10A	15	Express appreciation for contributions	X	X		
10B	15	Obtain "incentives" for volunteers such as hats, belt buckles, etc.	X	X	X	X
10C	15	Match volunteer projects with their interests		X	X	X
10D	15	Encourage volunteer participation in resource management			X	X
10E	15	Involve key managers in recognition programs, banquets, etc.		X	X	X
10F	15	Distribute news letters, videos, slide shows to contributors	X	X		
10G	15	Utilize Older Americans Volunteer program	X	X	X	X
11A	16	Make outside investment a wildlife program priority	X	X		
12A	16	Expand and encourage use of challenge grants	X			
12B	16	Develop internal challenge grants	X	X		
13A	16	Establish task group to explore incentives, guidelines, etc.	X			
<u>Tracking</u>						
14A	17	Establish tracking task group	X			
14B	17	Develop tracking system	X	X		
<u>Monitoring & Maintenance</u>						
15A	18	Review & modify policies on contributor involvement monitoring, maintenance of project	X	X		
15B	18	Ensure flexibility in program policy to encourage mgmt. support	X	X		
15C	18	Document contributions using MOU's CA's, CMA's, etc.	X	X		

APPENDIX 1

Authorities

Subactivity 7121 - Resource Development, Protection and Management
(Taylor Grazing Act)

Authority: 43 U.S.C. 315, P.L. 73-482, The Taylor Grazing Act of 1934,
as amended.

Section 9 provides that: ". . . The Secretary of the Interior shall be empowered to accept contributions toward the administration, protection, and improvement of lands within or without the exterior boundaries of a grazing district, moneys so received to be covered into the Treasury as a special fund, which is hereby appropriated and made available until expended, as the Secretary of the Interior may direct, for expenses incident to said administration, protection and improvement, and for refunds to depositors of amounts contributed by them in excess of their share of the cost."

BLM Guidance: Instruction Memorandum No. 85-528, Policy on Use of Subactivities 7121 and 7122. New policy to be issued in early FY 1987.

Funding Sources: Private and State donations.

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Authorities

Subactivity 7122 - Resource Development, Protection and Management (FLPMA)

Authority: 43 U.S.C. 1737, P.L. 94-579, The Federal Land Policy and Management Act of 1976, as amended.

Section 307(c) provides that: "The Secretary may accept contributions or donations of money, services and property, real, personal, or mixed for the management, protection, development, acquisition, and conveying of the public lands, including the acquisition of rights-of-way for such purposes . . . Moneys received hereunder shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended, as the Secretary may direct for payments of expenses incident to the function toward the administration of which the contributions were made and for refunds to depositors of amounts contributed by them in specific instances where contributions are in excess of their share of the cost."

16 U.S.C., P.L. 86-624, The Fish and Wildlife Coordination Act, as amended.

Section 661 allows the acceptance of contributions of funds in the furtherance of the purposes of the Act.

16 U.S.C. 670, P.L. 93-452, The Sikes Act of 1974.

Section 202 allows the Secretary of the Interior to enter into cooperative agreements to implement wildlife conservation and rehabilitation programs on public lands.

BLM Guidance: Instruction Memorandum No. 85-528, Policy on Use of Subactivities 7121 and 7122. New policy to be issued in early FY 1987.

Funding Sources: Private and State donations.

Authorities

Subactivity 7123 - Resource Development, Protection and Management (California OHV Fund)

Authority: BLM - Same as 7122, i.e., FLPMA Section 307(c)

California - California Statute AB 2397, Off-Highway Motor Vehicle Recreation Act of 1982.

Section 5090 provides that financial assistance may be provided in accordance with approval plans for joint undertakings with agencies of the United States from the Off-Highway Vehicle Fund to further motor vehicle recreation and control indiscriminate and uncontrolled use which may have a deleterious impact on the environment, wildlife habitat, native wildlife and native fauna.

BLM Guidance: Policy to be issued in early FY 1987.

Funding Source: California Off-Highway Vehicle Fund matched by RLM appropriated funds.

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Authorities

Subactivity 4930 - Reimbursable Surface Resources

Authorities: 31 U.S.C. 1535, P.L. 97-258, Money and Financial Act of 1982 (Previously the Economy Act of 1932).

Section 1535 authorizes reimbursement of agencies for providing goods or services to the requesting agency from their appropriated funds when doing so is more convenient or cheaper than a commercial enterprise.

Section 307(b) authorizes entering into contracts and cooperative agreements with other parties for management and protection of public lands.

16 U.S.C. 661, P.L. 86-624, The Fish and Wildlife Coordination Act, as amended.

Section 661 provides for the cooperation between Federal, State, public and private agencies and organizations in the development, protection, rearing and stocking of all species of wildlife and their habitat.

BLM Guidance: BLM Handbook H-1681-1, Chapter 3.34. New policy to be issued in early FY 1987.

Funding Sources: Transfer of appropriations or funds from other Federal, State and private entities.

Authorities

Subactivity 8100/8200 - Range Improvements

Authorities: 43 U.S.C. 1751, P.L. 94-579, The Federal Land Policy and Management Act of 1976, as amended.

Section 401(b)(1) provides for moneys received by the United States as fees for grazing domestic livestock on public lands to be credited to a separate account in the Treasury and made available for on-the-ground rangeland rehabilitation, protection and improvements, including, but not limited to, seeding and reseeding, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

43 U.S.C. 315, P.L. 73-482, The Taylor Grazing Act of 1934, as amended.

Section 2 provides that the Secretary of the Interior shall regulate occupancy and use, to preserve the land and its resources from destruction or unnecessary injury, to provide for the orderly use, improvement, and development of the range.

43 U.S.C. 1901 and 1905, P.L. 95-514, The Public Rangelands Improvement Act of 1978.

Sections 1 and 6 provide for the management, maintenance and improvement of the condition of the public rangelands and for an appropriation of \$10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.

7 U.S.C. 1010, 1012-1013A, P.L. 75-210, The Farm Tenant Act of 1937 ("Bankhead-Jones Act").

Act provides for the management of acquired farm tenant lands (8200) and construction and maintenance of range improvements.

BLM Guidance: Instruction Memorandum No. 83-27, October 15, 1982, Final Rangeland Improvement Policy.

Funding Sources: Range Improvements Appropriation.

Authorities

Subactivities: 4351 - Habitat Management
 4352 - Endangered Species Management
 6334 - Wildlife Habitat Management (O&C)

Authorities: 43 U.S.C. 1701, 1751, P.L. 94-579, The Federal Land Policy and Management Act of 1976.

Act identifies fish and wildlife development and utilization as a major use of the public lands; directs that the public lands be managed to provide food and habitat for fish and wildlife; authorizes the use of Range Improvement funds for the protection, maintenance, rehabilitation, improvement, and management of wildlife habitat, and provides for the preparation and maintenance of an inventory of public land resources on a continuing basis.

16 U.S.C. 715, P.L. 70-770, The Migratory Bird Conservation Act of 1929, as amended, and treaties pertaining thereto.

Act provides for protection and enhancement of habitat for protected migratory birds.

16 U.S.C. 1531 et seq., P.L. 93-205, The Endangered Species Act (ESA) of 1973, as amended.

Act directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered (T/E) species and to help bring about their recovery.

16 U.S.C. 670 et seq., P.L. 93-452, The Sikes Act of 1974, as amended.

Act provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.

43 U.S.C. 315, P.L. 73-482, The Taylor Grazing Act of 1934, as amended.

Act provides for wildlife management on public lands.

43 U.S.C. 1901 et seq., P.L. 95-514, The Public Rangelands Improvement Act (PRIA) of 1978.

Act directs that the condition of the public rangelands be improved so that they become as productive as feasible for wildlife habitat and other rangeland values.

Subactivities: 4351 - Habitat Management
4352 - Endangered Species Management
6334 - Wildlife Habitat Management (O&C)
(continued)

42 F.R. 26951, EO 11988, Executive Order 11988, Floodplain Management (May 24, 1977).

EO provides for the restoration and preservation of national and beneficial floodplain values on the public lands.

42 F.R. 26961, EO 11990, Executive Order 11990, Protection of Wetlands (May 25, 1977).

EO directs that wetland and riparian habitats on the public lands be identified, protected, enhanced, and managed.

16 U.S.C. 3101 et seq., P.L. 96-487, The Alaska National Interest Lands Conservation Act (ANILCA) of 1980.

Act provides for the special designation of certain public lands in Alaska and conservation of their fish and wildlife values; management for subsistence uses of fish and wildlife resources on public lands by residents of rural Alaska; and protection of the wildlife resources on North Slope lands impacted by oil and gas exploration and development activities.

30 U.S.C. 1201 et seq., P.L. 95-87, The Surface Mining Control and Reclamation Act of 1977.

Act provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species.

16 U.S.C. 661, P.L. 86-624, The Fish and Wildlife Coordination Act, as amended.

Act provides for cooperation between Federal, State, public and private agencies and organization in the development, protection, rearing and stocking of all species of wildlife and their habitat.

43 U.S.C. 1181, P.L. 75-405, The Oregon and California Grant Land Act of 1937.

Act provides for the conservation and management from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road Lands.

BLM Guidance: Bureau PAWP and AWP Directives. Fish and Wildlife 2000: A Plan for the Future. BLM Manual 6500 - Wildlife Management.

Funding Sources: Appropriation from Management of Lands and Resources and O&C annual appropriations.

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